Appendix C. Port Authority of New York and New Jersey

INTRODUCTION

The Port Authority of New York and New Jersey was formed in 1921 by the states of New York and New Jersey. This bi-state organization was formed under the authority of the United States Constitution, which allows states to form interstate compacts. The Port Authority's area of jurisdiction covers a 17-county region within a 25-mile radius of the Statue of Liberty.

The original mandate of the Port Authority was to promote and protect the commerce of the bistate port and to undertake port and regional improvements not likely to be invested in by private enterprise or to be attempted by either state alone.

Since the inception of the Port Authority, massive investments have been made for the construction of marine terminals, tunnels, and bridges connecting the two states and for some of the airports and public transit systems. The Port Authority has also been involved in world trade and regional economic development.

ORGANIZATION

The Port Authority is governed by 12 commissioners who are appointed by the respective state governors. This Board of Commissioners appoints an executive director who manages the day-to-day operations of the Port Authority. The core operations of the Port Authority are carried out by six line departments: the Port Department; the Rail Transportation Department; the Tunnels, Bridges, and Terminals Department; the Aviation Department; the Ferry Transportation Department; and the World Trade and Economic Development Department. Staff functions are carried out by separate budgeting, auditing, planning, and public affairs departments.

The Port Department is the foundation of the Port Authority, because all water port facilities and activities managed by the Port Authority are under this department. The Port Department manages major container ports in New Jersey, such as Port Elizabeth and Port Newark. On the New York side, major port facilities include the Red Hook container port in Brooklyn and a newly built fish port on the Brooklyn waterfront. The Port Department also operates the New York City Passenger Ship Terminal.

In addition to its huge cargo operations at the water ports, the Port Authority is also heavily involved in public
One of the first goals of the Port Authority was to improve transportation links across the Hudson River to provide easier access to downtown Manhattan. The bridges and tunnels built across the Hudson are operated and maintained by the Tunnels, Bridges, and Terminals Department. These facilities include the Lincoln and Holland tunnels and the George Washington Bridge. This department also operates the Port Authority Bus Terminal in Manhattan.

The coverage of the Port Authority also extends to the region's three major airports—John F. Kennedy International, LaGuardia Airport, and Newark International Airport. The Aviation Department manages these facilities, as well as two heliports in New York City. Teterboro Airport, the largest general aviation airport in New Jersey, is also managed by the Aviation Department.

Ferry transportation across the Hudson River in the past represented a major means of public transportation; and recently, ferries have been revived as an alternative to bus, train, and auto travel for trans-Hudson commuters. The Ferry Department of the Port Authority has recently entered into an agreement with a private developer to reinstate passenger ferry service across the Hudson. The Port Authority built the ferry terminals, and the private company owns and operates the ferry.

FUNDING

Constructing, operating, and maintaining facilities on such a massive scale has required significant capital investments. Unlike many authorities and commissions established by other state governments, the port authority is a self-supporting organization. Revenues are supplied by rents, public transit fares, bridge and tunnel tolls, and other user fees. Gross operating revenues in 1987 totaled $1.3 billion. This represents sizable growth in port authority facilities and services over the last ten years, as gross operating revenues in 1978 stood at $543,810.

Capital projects and major improvements are financed by the sale of bonds. The Port Authority has an impressive record of sound financial management and currently holds a bond rating of "AA-" by Standard and Poor's. One measure of the Port Authority's financial commitment to the region is the total dollar sum of bonds issued. Since its creation, the Port
Authority has issued over $6.9 billion in obligations. In 1987, the Port Authority embarked on a new $5.8 billion capital improvement program that will make long-needed investments in port facilities and airports.2

Investments of this magnitude have attracted considerable interest in both New York and New Jersey, and there is currently widespread debate over how this investment will be allocated. Over the years, most of the Port Authority's port facilities handling cargo has been transferred to terminals in New Jersey. Now, with the approval of a new capital improvement program, many New Yorkers want more investment in port cargo facilities in New York. The planning role of the Port Authority is to balance these state biases and develop plans that are in the best interests of the entire region.3

The Port Authority's area of jurisdiction includes numerous other state, regional, and local agencies, all of which have responsibilities over certain segments of the region's transportation system. The Port Authority has the complicated job of coordinating planning in the region among the various concerned agencies. Many projects in the region, especially in the area of public transportation, are conducted jointly between the Port Authority and state or local agencies.

PLANNING

Planning within the Port Authority is highly sophisticated and is similar to the planning processes within most large private corporations. Each line department has its own planning office, and a separate staff planning office prepares the Port Authority's long-term planning documents. However, this staff office does not serve as the overall planning office for the Port Authority. The line departments are in close contact, and projects involving two or more departments are coordinated by the line departments themselves. Planning offices in line departments forecast future needs by conducting extensive market and capacity analyses, interviews with tenants, and economic modeling.4

The five-year, $5.8 billion capital improvement program produced by these planning offices represents an effort by the Port Authority to maintain its market share of total cargo trade entering East Coast ports.5 Planners are also responding to projections of rapidly increasing demands on public transit and airports. Provisions of this program are aimed at upgrading port facilities that are 20 to 40 years old, and expanding all aspects of the Port Authority's public transit and aviation system to meet these demands for faster, more efficient service.
FACILITIES

Ports Department

Existing facilities in the port department represent a cumulative investment of $773 million. In 1987, these port terminals handled 3,282 ship arrivals, including both cargo and passenger ships. Total tons of cargo passing through Port Authority terminals stood at 18.7 million tons in 1987. Total passengers utilizing port facilities numbered 392,000.

Ports on the New Jersey side handled a large majority of oceanborne cargo, because most Port Authority cargo terminals are located in this state. This fact is due primarily to the much higher price of land in New York. When the Port Authority expanded its port facilities, most new terminals were built in New Jersey because land was more plentiful and less expensive.

The two major New Jersey ports are Port Newark and Port Elizabeth, which are located on adjacent sites and cover a combined area of 2,100 acres. The Port Newark/Port Elizabeth complex is the largest port facility on the East coast. Both of these ports handle containerized freight and bulk freight, with over 900 acres devoted to container operations. All major container lines are represented at both ports.

The Port Authority owns some terminals and leases others, and container lines rent and operate the facilities. In Port Elizabeth, five major container lines operate terminals. The following is a detailed look at each of these terminals.

The Atlantic Container Line Terminal in Elizabeth is operated by Atlantic Container Line and covers 102 acres on the south side of the Elizabeth Channel. The terminal occupies five berths totaling over 3,500 feet of dock space. Major handling equipment includes three 30-ton capacity Paceco cranes, five Clark straddle carriers, 29 Ottawa hustlers, and 41 Hyster trucks. The terminal has two roll on/roll off ramps, and a 145,880-square-foot stuffing and stripping facility. Port-side rail service is operated by CONRAIL.

Another major container port is operated by Maher Terminals, Incorporated, and occupies three berths on the south side of the Elizabeth Channel. This 900-acre facility has 2,000 feet of ship berth. Major handling equipment includes four Star 40-ton and 30-ton cranes, 20 straddle carriers, 30 yard hustlers, and 49 forklifts. The terminal has a 155,000-square-foot stuffing and stripping facility and 120 truck bays. Port-side rail service is also operated by CONRAIL.

Maher Terminals operates a second terminal in Elizabeth, which is referred to as the Tripoli Street Terminal. This 243-
acre terminal occupies five berths in Newark Bay that totals 3,150 feet. This facility has three 40-ton Paceco cranes, and four smaller cranes. Terminal operations are supported by 80 yard hustlers, 12 stackers, seven top loaders, and 100 fork lifts. A stuffing and stripping facility is 371,000 square-feet, and 238 truck bays are available. Port-side rail service is operated by CONRAIL.

The Navieras de Puerto Rico is operated by Puerto Rico Marine Management and occupies 97 acres on the south side of the Elizabeth Channel. This terminal has five berths totalling 2,875 feet. Major equipment includes three Paceco cranes, 80 tractors and forklifts, as well as a 116,700-square-foot stuffing and stripping facility, and 163 truck bays. Three roll on/roll off ramps are available, and rail service is operated by CONRAIL.

The Sea Land Terminal in Port Elizabeth is operated by Sea-Land Services, Incorporated, and is located in Newark Bay. This terminal covers 232 acres and occupies six berths totalling 4,519 feet. Sea Land has six Paceco cranes, three top loaders, 45 forklifts, and 65 yard hustlers. The terminal has a 306,000-square-foot stuffing and stripping facility and 328 truck bays. CONRAIL provides rail service to the Sea Land Terminal.

The Port Newark complex adjacent to Port Elizabeth also serves as a major container port. The Universal Terminal is operated by Universal Maritime Service Corporation, and covers 85 acres. Universal has four berths totalling 3,058 feet. Major equipment includes three 40-ton Paceco cranes, 11 top handlers, 33 yard hustlers, and seven forklifts. The terminal has a 400,000-square-foot break-bulk facility and CONRAIL rail service.

The Maersk Line also operates a terminal at Port Newark, which covers 61.8 acres and has one berth that is 764 feet long. The Maersk Terminal has two 30-ton Paceco cranes and three top loaders, as well as a 198,000-square-foot stuffing and stripping facility, 154 truck bays, plus CONRAIL rail service.

Another major Port Authority complex on the New Jersey side is Port Jersey on the Upper New York Bay by Jersey City. Here, Global Terminal and Container Services, Incorporated, operates a 100-acre terminal with 1,800 feet of ship berth. This terminal has four fixed cranes, five mobile cranes, and four forklifts. Support facilities include a 140,000-square-foot stuffing and stripping building and 150 truck bays. Rail service is provided by CONRAIL and Port Jersey Railroad.

Containerized freight represents a much higher dollar value than bulk freight, but in terms of total tons of freight, bulk exceeds containerized freight by a large margin. In 1987, bulk freight totaled 40 million tons, while containerized freight totaled 13 million tons. New Jersey ports are equipped to handle
bulk freight such as steel, paper pulp, orange juice, cooking oils, petroleum, salt, and cement. These ports also receive 500,000 imported automobiles per year.

New Jersey ports handled 2,638 ship arrivals in 1987 out of a total of 3,282 for all port authority terminals. The remaining 446 ships docked at Port Authority terminals in New York. Major New York terminals are in Brooklyn and on Staten Island.

The Red Hook container terminal on the Brooklyn waterfront is operated by Universal Maritime Service and covers 41 acres. Red Hook is equipped to handle both containerized and bulk freight and has a 200,000-square-foot break-bulk consolidation building. This terminal has three 40-ton Paceco cranes, 33 yard hustlers, and seven forklifts, including 3,000 feet of berth and 80 truck bays. Port side rail is operated by New York Dock Railway. Red Hook is used mostly by smaller cargo lines and is well suited to handle diversified cargo.

Another Port Authority terminal in Brooklyn is the South Brooklyn Marine Terminal on Upper New York Bay. This facility is operated by International Terminal Operating Company and has one container berth and seven bulk berths. Handling equipment include three container cranes, 15 straddle carriers, and 65 forklifts. South Brooklyn has a 705,050-square-foot stuffing and stripping facility and a 446,000-square-foot general cargo shed. Rail service is provided by New York Cross Harbor Railroad Terminal Corporation.

On Staten Island, the Howland Hook Marine Terminal Corporation operates the Holland Hook Terminal, a 187-acre facility with 2,500 feet of ship berths. This terminal has seven container cranes, 48 yard tractors, eight top loaders, and four forklifts. Holland Hook also has a 208,000-square-foot stuffing and stripping facility, a 22,000-square-foot refrigerated warehouse, and a 21,000-square-foot special cargo warehouse. Rail service is operated by Delaware Ostego Corporation.

Rail Transportation Department

The Port Authority first entered the arena of public transit in 1962 when it acquired the bankrupt Hudson and Manhattan Railroad. This commuter rail line is operated by the Port Authority Trans-Hudson Corporation (PATH), a subsidiary of the Port Authority. PATH is one port authority operation managed by the rail transportation department. This department also operates a bus purchasing program for New Jersey Transit, as well as a commuter rail car rehabilitation program for New York State commuter rail lines.

PATH rail lines run across the Hudson River between Penn Station and the World Trade Center in New York and between
Hoboken, Newark, and the Journal Square Transportation Center in New Jersey. In 1987, PATH trains carried 58.2 million passengers, with a weekday average of 207,000 passengers. This ridership represents 70 percent of all commuters entering New York by rail. The PATH system currently includes 35.3 miles of track and 378 cars.

Cumulative port authority investment in the PATH system as of 1987 stood at $550 million. Major improvements are planned for PATH as part of the Port Authority's five-year capital improvement program, with $760 million being devoted to PATH. Most funds will be directed at building new cars, refurbishing older cars, and remodeling PATH stations. These improvements are part of the Port Authority's overall plan to make public transportation more attractive to trans-Hudson commuters.  

**Tunnels, Bridges, and Terminals Department**

Tunnel and bridge crossings linking New Jersey and New York are vital elements of the regional transportation system. Many of these crossings are older and must be closely maintained to support the heavy volumes of traffic that cross them every day. Bridges and tunnels under port authority control include the George Washington Bridge, three bridges connecting Staten Island to New York and New Jersey, the Lincoln Tunnel, and the Holland Tunnel. Total vehicular crossings on these structures numbered 110 million in 1987, 100 million of which were automobiles.

The George Washington Bridge first opened to traffic in 1921 at a cost of $59 million. In 1987, 50 million vehicles crossed over the bridge. George Washington has an upper and lower level, both of which have seven lanes. Adjacent to the bridge is the George Washington Bridge Bus Station and an underground passageway connecting the bus station to the New York City Transit Authority system.

The three bridges connecting Staten Island are the Outerbridge Crossing, the Goethals Bridge, and the Bayonne Bridge. Outerbridge and Goethals were the first structures built by the Port Authority. Staten Island bridges had 26 million crossings in 1987. Outerbridge was opened in 1928 and has four lanes that connect New Jersey and Staten Island. Port Authority investment in Outerbridge totaled $49 million as of 1988. The Goethals Bridge connects Elizabeth, New Jersey, and Staten Island and was opened in 1928. Like the Outerbridge Crossing, Goethals has a 135-foot channel clearance, which allows large ships to pass underneath on their way to New Jersey ports. Goethals is a four-lane bridge and represents a $32 million investment by the Port Authority. The Bayonne Bridge connects Bayonne, New Jersey, and Staten Island and was opened in 1931. Port authority investment in this four-lane bridge stands at $34 million.
The Port Authority's tunnels provide another important means of crossing the Hudson; but, in this case, commuters travel under the river. The Lincoln and Holland Tunnels carried 34 million vehicles in 1987. The Lincoln Tunnel has three tubes and was first opened in 1937. It links Weehawken, New Jersey, and midtown Manhattan. The Holland Tunnel was opened in 1927 and links Jersey City and Manhattan. Combined port authority investment in tunnels totals $445 million. A major feature of the Lincoln Tunnel is the two exclusive bus lanes (XBLs). During the morning rush hour, buses run only inbound to Manhattan. Nearly 1,650 buses, carrying 65,000 commuters, use XBLs every day.

Probably the most visible symbol of port authority involvement in public transit is the massive Port Authority Bus Terminal (PABT), located in midtown Manhattan and operated by the Tunnels, Bridges, and Terminals Department. This facility opened in 1950 and serves 190,000 commuters daily. In 1987, this terminal handled 2.1 million bus arrivals and 59 million passenger trips. PABT can accommodate 235 buses at any single time and is served by 35 bus companies. On the terminal’s roof are 1,080 parking spaces. As of 1988, the Port Authority had invested $280 million in the PABT.  

Aviation Department

Port Authority investment in public transit services and infrastructure under the two preceding departments has been considerable. Port authority contributions to the region's aviation system have been even larger, with cumulative investment standing at $2.2 billion. Regional airports under port authority control include John F. Kennedy International, LaGuardia, Newark International, and Teterboro, a general aviation airport in New Jersey. In 1987, these airports handled a combined total of 78 million passengers and 1.5 million tons of freight.

Port Authority operation of the regional airports is similar to that of its port facilities. Terminals are leased to terminal operators, who manage daily operations of air terminals, and the air carriers rent space in these terminals. The Port Authority's revenue sources from airports include flight fees, concession fees, and rents. Large capital projects, such as runway improvements and terminal construction, are financed by the Port Authority. If air carriers wish to construct their own facilities, all design plans must be approved by the Port Authority.

Kennedy International, the largest of the four, had 30 million passengers in 1987. It is served by 85 air carriers which offer 800 flights per day. Kennedy also has the largest air cargo facility in the world, which includes a two-million-square-foot cargo storage facility.
LaGuardia Airport served 24 million passengers in 1987, and handled 54,000 tons of air cargo. This airport is mostly used by domestic air carriers and also has truck-to-helicopter courier service.

Newark International is the fastest growing airport in the region, with 900 flights per day and 23 million passengers in 1987. Newark handled 325,000 tons of cargo in 1987 and is a regional center for the overnight package delivery industry.

NEW PROJECTS AND FUTURE PLANS

The Port Authority recently completed construction on a new facility designed exclusively to serve the fishing industry. Called Fishport and located on the Brooklyn waterfront, this port offers a protected area for unloading cargo, a fish-handling area, refrigerated storage, and a public auction room. Fishport is part of the Port Authority's overall economic development plan and is intended to attract the fishing industry back to the area.

Another part of the Port Authority's development plan is the construction of auto ports on the New Jersey side. These ports are designed for quick and efficient processing of imported automobiles. A new 145-acre Port Authority Auto Marine Terminal was recently completed in Port Newark. This facility can handle 300,000 cars per year. Construction recently began on another auto port in the Port Jersey complex. This Port Authority venture has an estimated cost of $31 million. Like Fishport, these auto ports are intended to attract more business to New York and New Jersey ports.

In terms of long-term plans for the ports, the Port Authority is now considering a plan to separate all container operations from bulk cargo areas. Unloading processes in bulk cargo often disperse materials into the air, as is the case with cement. These airborne particles can settle on expensive containerized freight and must be removed at considerable expense.

The majority of the port's allocation of the Port Authority's $5.8 billion capital improvement program will be devoted to upgrading existing facilities, many of which were built in the 1940s and 1950s. One port authority official described these plans as mostly deferred maintenance projects.

Ports on the New York side will be subject to special attention, as the Port Authority attempts to expand and improve these ports to attract more cargo trade to New York. The Port Authority plans to merge the Red Hook and South Brooklyn
facilities. A $110-million renovation of the Howland Hook facility on Staten Island is also underway.

Port Authority ports hold 45 percent of all East Coast trade, and in fulfilling its mission of protecting and promoting the economy of the region, the Port Authority is investing heavily to protect its market share in the face of increasing competition from ports in Baltimore, Philadelphia, Boston, and elsewhere along the East Coast. The region is now beginning to rebound from the serious economic problems of the late 1970s and early 1980s, and the Port Authority views this investment as instrumental in supporting this recovery.

Another area of significant port authority investments is the regional airport system. The capital improvement program for airports calls for $2.7 billion in vitally needed improvements to meet current and future needs. Planners are expecting large increases in passengers and air cargo at all airports.

Most attention is being directed at Kennedy International, where the need for more capacity is most pressing. Passenger traffic at Kennedy exceeds capacity by twice the design capacity, and plans are underway to reconfigure terminals to make passenger movements and interflight transfers faster and more efficient. An important part of this plan is the construction of a "people-mover" system.

Construction needs being addressed at Newark International include improving passenger access to the airport. This will involve the addition of new satellite parking lots where airport patrons can transfer to vans or shuttle buses. A transit line between the airport and downtown Newark and Elizabeth is being studied.

These public transportation projects are a sign of the Port Authority's commitment to create an environment that promotes economic growth. Planners recognize that superior cargo and other industrial facilities will be useless unless the region has an adequate transportation infrastructure to support these facilities. An inadequate transportation system could slow regional growth and seriously reduce the region's competitive position.
Notes


2. Ibid., p. 53.


4. Ibid.


7. Port Authority of New York and New Jersey, "Information Package—Port Authority Trans Hudson Corporation" (New York, N.Y.).

8. Port Authority of New York and New Jersey, "Fact Sheets on Tunnels, Bridges, and Terminals" (New York, N.Y.).


Appendix D. Questionnaire for Conducting Interviews

State Economic Development Agency

1. Does the state economic development agency solicit economic development ideas? If so, from whom?

2. Do you communicate regularly with federal, state, and local transportation agencies? If so, with whom? If not, why not? Nature of communication? What are the mechanisms of communication? Are these mechanisms effective?

3. What is the relationship between the state economic development agency and the state? the federal government? the local government?

4. Do you communicate regularly with private industry? If so, with whom? If not, why not? Nature of communication? What is the mechanism of communication? What kinds of assistance might they seek from you?

5. If I am a business seeking site location assistance, what would you do for me? What kinds of transportation-related requests might I make and how would you respond?

6. Are there transportation professionals in your office?

7. What are you not doing now that you would like to be doing? special projects?

State Transportation Agencies

1. Do you communicate regularly with other state, local, federal, agency transportation professionals? If so, with whom? If no, why not? Nature of communication? What kinds of mechanisms exist that facilitate discussion? Are these mechanisms effective?

2. Do you communicate regularly with other professionals within DOT? Nature of discussions--planning related? operations? maintenance? economic development?

3. Does the DOT solicit economic development/transportation-related ideas? If so, from whom? How are these ideas translated in your office?

4. Are there economic development professionals in your office?
5. Are you able to initiate economic development/transportation-related projects? If so, what types of projects? How and why did these projects come into being?

6. Do you communicate regularly with private industry? If so, with whom? Nature of communication? What kinds of assistance can the department provide private industry? If not, why not?

7. If I am a business seeking site location assistance, what would you do for me? ...special programs? ...the role of transportation?

8. Do you communicate regularly with neighboring states?

9. What aren't you doing now that you would like to be doing? ...special projects? ...wish list?

Local Transportation Agencies

1. Do you communicate regularly with other local, state, federal, agency transportation professionals? If so, with whom? Nature of communication? If not, why not? What kinds of mechanisms exist that facilitate discussion? Are they effective?

2. What kinds of mechanisms exist that help to address or assist local officials in solving transportation-related problems?

3. Are there economic development professionals in your office?

4. What is the nature of current local economic development? Who is involved? How and why has it come into being?

5. What existing mechanisms aid and/or encourage economic development? ...state or federal funding? ...other resources? ...bargaining chips?

6. Do you communicate regularly with private industry? If so, with whom? If not, why not? Nature of communication? What kinds of assistance can a local agency provide to a pre-existing industry?

7. If I am a business seeking site location assistance, what would you do for me? Has this occurred? What has been done? ...the role of transportation?
8. What aren't you doing now that you would like to be doing? ...special projects? ...wish list?

9. Do you communicate regularly with neighboring communities? ...states? ...foreign nations?

Multimodal and Intermodal Activities--Public and Private

1. What is the role of the state/local government to your activity? Do you wish it were any different? If so, in what way?

2. Do you see your project as a part of a statewide economic development plan?

3. How did your project come into existence? ...process? ...involvement in state agencies?

4. Was transportation assistance integral to the success of this project?
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